Decision	

#### BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

Application of Southern California Edison Company (E 3338-E) for Authority to Institute a Rate Stabilization Plan with a Rate Increase and End of Rate Freeze Tariffs.

Application 00-11-038 (Filed November 16, 2000)

Emergency Application of Pacific Gas and Electric Company to Adopt a Rate Stabilization Plan. (U 39 E) Application 00-11-056 (Filed November 22, 2000)

Petition of THE UTILITY REFORM NETWORK for Modification of Resolution E-3527.

Application 00-10-028 (Filed October 17, 2000)

(See Appendix A for a list of appearances.)

#### OPINION ON PG&E'S MARKET VALUATION APPROACH FOR DETERMINING A REVENUE REQUIREMENT FOR UTILITY RETAINED GENERATION

This decision addresses the market valuation proposal of Pacific Gas and Electric Company (PG&E) for determining a revenue requirement for its utility retained generation (URG) assets.<sup>1</sup> The issue we consider is whether Pub. Util. Code § 367(b) requires the Commission to use a market valuation in determining

108400 - 1 -

<sup>&</sup>lt;sup>1</sup> In this decision, consistent with Decision (D.) 01-01-061, we define URG broadly to mean generation under the control of the utility.

a prospective URG revenue requirement for PG&E. We determine that market valuation does not apply to setting a prospective revenue requirement for PG&E's URG assets.

We also address PG&E's proposal to recover in its URG revenue requirement amounts in the Transition Cost Balancing Account (TCBA). We find that PG&E's proposal raises issues that deal with matters other than determining a prospective URG revenue requirement. We therefore find it is inappropriate to include in PG&E's prospective URG requirement amounts contained in its TCBA.

#### **Procedural Background**

Between July 23, and July 31, 2001, seven days of evidentiary hearing were held to determine the URG revenue requirements of PG&E, Southern California Edison Company (Edison) and San Diego Gas & Electric Company (SDG&E). At the conclusion of the evidentiary hearing, the administrative law judge (ALJ) set a schedule for filing and serving briefs, and preparing a proposed decision. By Assigned Commissioner Ruling (ACR) dated August 10, 2001, President Lynch accelerated the briefing schedule by directing parties to file and serve briefs on August 17, 2001, that addressed the issue of whether a market valuation approach for determining URG revenue requirements should be used. Further, the ACR directed parties to comment on their willingness to reduce the 30-day review and comment period prescribed by Pub. Util. Code § 311(d).<sup>2</sup> On August 16, President Lynch issued an ACR accelerating the briefing schedule on

 $<sup>^{2}\,</sup>$  Unless otherwise stated, all statutory references are to the Public Utilities Code.

remaining issues by directing parties to file and serve concurrent opening briefs on August 22 and concurrent reply briefs on August 29.

In response to the August 10th ACR, PG&E, Edison, Office of Ratepayer Advocates (ORA), California Large Energy Consumers Association (CLECA) and The Utility Reform Network (TURN) filed and served briefs. PG&E and Edison chose not to stipulate to reduce the comment period prescribed by Section 311(d).

#### **PG&E's Market Valuation Proposal**

In its testimony, PG&E presented three scenarios for calculating its URG revenue requirement. This section addresses PG&E's preferred scenario³ to set URG revenue requirements for its non-nuclear generation assets (hydroelectric facilities) by valuing its generation assets as if sold in a competitive auction or other arms length sale. PG&E estimates such a sale price using a discounted cash flow (DCF) analysis, based on plant revenues derived from a market price forecast made by Henwood Energy Services in November 2000. The market valuation PG&E assigns to its hydroelectric facilities, including its Helms Pumped Storage facility, is \$4.1 billion. PG&E's contends that the Commission is obligated, under Section 367, to determine the market value of PG&E's hydroelectric assets prior to calculating PG&E's URG revenue requirement.

In support of its interpretation of Section 367, PG&E states that the Commission must reconcile the requirement for an appraisal of market value under Section 367 and how that appraised value relates to the ratemaking of its generation assets going forward.

<sup>&</sup>lt;sup>3</sup> PG&E's proposed Scenarios 2 and 3 do not raise any market valuation issues and are therefore not addressed in this section.

PG&E suggest that enactment of Assembly Bill 6 of the First Extraordinary Session of 2000-2001 (ABX1-6) created conflicting or inconsistent provisions that the Commission must reconcile. PG&E asserts that ABX1-6 rededicated PG&E's generation assets to public utility service and that this rededication affected PG&E's ability to receive market value payments in a deregulated marketplace. Since the market valuation provision of Section 367(b) remains in place, PG&E believes that "two seemingly contradictory goals" now exist. PG&E describes these goals as (1) "ratepayers being entitled to the positive economic value of utility generation assets as a credit against CTCs" and (2) PG&E being precluded from recouping the "positive" value of its generation assets in deregulated markets. To reconcile these goals in a manner that is non-confiscatory, PG&E proposes to treat its generation assets as if they are being dedicated to public service for the first time and use a value equal to PG&E's original investment (market value). PG&E also believes that ABX1-6's "re-regulation" of PG&E's retained generating assets may constitute an unconstitutional taking under the California and U.S. Constitutions. However, PG&E did not directly address that issue since the Commission lacks authority to declare a statute unconstitutional.

ORA, TURN, CLECA and Aglet Consumer Alliance (Aglet) oppose PG&E's market valuation approach.

ORA asserts the scope of this proceeding encompasses traditional cost-based ratemaking and not market valuation. ORA contends that determining revenue requirements for URG is separate and distinct from valuation issues. Because valuation will affect rates for years to come, ORA believes that valuation issues should be decided in a proceeding or phase explicitly designed to do so, where all parties have a clear understanding at the outset that valuation issues will be considered.

ORA argues that only the net book value reflects the utility's actual recorded investment in generation facilities. ORA states that historically this Commission has authorized utilities to calculate depreciation based on the actual cost of their investments. The utilities then recover their investments for generation facilities from ratepayers through depreciation expense. ORA contends that ratepayers would pay twice for depreciation if the Commission allowed PG&E to use a market valuation for rate base for facilities in which it has already recovered depreciation in rates.

CLECA opposes PG&E's efforts to increase its rate base for its hydroelectric generating assets from its current depreciated book value of approximately \$500 million to a market-based figure of approximately \$4 billion. CLECA characterizes PG&E's proposal as inconsistent with Assembly Bill (AB) 1890 and ABX1-6.

CLECA asserts that PG&E confuses market valuation for purposes of transition cost recovery with ongoing ratemaking for URG assets. CLECA argues that no confusion exists. CLECA states that Section 367 relates to and was enacted for the express purpose of setting forth the basis for utility recovery of stranded costs. CLECA contends that Section 367 does not address the manner in which cost-of-service rates are to be established for URG assets prospectively.

CLECA states that PG&E offers no specific reference to any words in Section 367 to support its assertion that the market valuation of an asset that is retained and which remains dedicated to public utility service must be recoverable in retail rates. CLECA argues that contrary to PG&E's argument, the purpose of the market valuation provisions within Section 367(b) is to enable the "netting" of the above market value of certain assets against the below market value of other assets. CLECA states that Section 367 has nothing at all to do with

the manner in which the Commission is to perform cost-of-service ratemaking prospectively.

CLECA also contends that PG&E's proposal would cause a double recovery of investment in URG assets and would substantially increase customers' payments. CLECA states that over time, PG&E customers have paid the capital costs of the generation assets through the depreciation element of the utility cost-of-service based revenue requirement. CLECA further asserts that AB 1890 accelerated recovery of such capital costs and PG&E received billions of dollars from ratepayers under frozen rates for capital recovery associated with such URG assets. For those assets that are to be retained by the utility and remain, pursuant to ABX1-6, dedicated to utility service, CLECA asserts the rate base must be the net depreciated book value.

TURN asserts the Commission is not obliged to use a market valuation for setting PG&E's URG revenue requirement. TURN contends the URG revenue requirement is generally distinct from any claim for cost recovery for costs incurred in the past. TURN states that PG&E's current position on market valuation reflects a misunderstanding as to the intended purpose of the rate freeze, market valuation, and the opportunity for transition cost recovery. TURN states that any argument about recovery of generation costs deemed uneconomic at the time the accelerated cost recovery opportunity began, is separate from the determination of how to establish the revenue requirement on a going forward basis for URG.

TURN contends that the legislative history of ABX1-6 shows that PG&E is incorrect in assuming that market valuation is required for purposes other than calculating stranded cost recovery. TURN states that when the Legislature enacted ABX1-6, it eliminated the discussion of "market valuation" in

Sections 216, 330 and 377. It did not, however, revise Section 367. PG&E's claim that market valuation is required as part of establishing the URG revenue requirement is largely premised on the absence of any modification to Section 367.

TURN believes that the fact that ABX1-6 did not modify Section 367 is largely irrelevant for purposes of resolving the URG revenue requirement issues. The recently-enacted statute substantially modified the provisions of AB 1890 that had been read to suggest that market valuation might impact the ongoing regulation and ratemaking of URG facilities. TURN states that the market valuation reference that remains in Section 367 refers only to recovery of uneconomic costs. It does not otherwise address ratemaking practices for URG assets.

Aglet argues that the purpose of Section 367 is recovery of transition costs, not calculation of ongoing rates, and that the Public Utilities Code does not require the Commission to rely on market valuation for determination of reasonable base rate revenue requirements. Even if the Commission were to rely on market valuation, Aglet believes PG&E's \$4.1 billion estimate of market value is badly flawed.

#### **Discussion**

The primary legal issue raised is whether Section 367(b) requires the Commission to establish a market valuation for PG&E's non-nuclear generation assets prior to determining a URG revenue requirement.

Section 367 states that:

"The commission shall identify and determine those costs and categories of costs for generation-related assets and obligations, consisting of generation facilities, generation-related regulatory assets, nuclear settlements, and power purchase contracts,

including, but not limited to, restructurings, renegotiations or terminations thereof approved by the commission, that were being collected in commission-approved rates on December 20, 1995, and that may become uneconomic as a result of a competitive generation market, in that these costs may not be recoverable in market prices in a competitive market, and appropriate costs incurred after December 20, 1995, for capital additions to generating facilities existing as of December 20, 1995, that the commission determines are reasonable and should be recovered, provided that these additions are necessary to maintain the facilities through December 31, 2001. These uneconomic costs shall include transition costs as defined in subdivision (f) of Section 840, and shall be recovered from all customers or in the case of fixed transition amounts, from the customers specified in subdivision (a) of Section 841, on a nonbypassable basis and shall:"

. . .

"(b) Be based on a calculation mechanism that nets the negative value of all above market utility-owned generation-related assets against the positive value of all below market utility-owned generation related assets. For those assets subject to valuation, the valuations used for the calculation of the uneconomic portion of the net book value shall be determined not later than December 31, 2001, and shall be based on appraisal, sale, or other divestiture. The commission's determination of the costs eligible for recovery and of the valuation of those assets at the time the assets are exposed to market risk or retired, in a proceeding under Section 455.5, 851, or otherwise, shall be final, and notwithstanding Section 1708 or any other provision of law, may not be rescinded, altered or amended."

Section 367 concerns recovery of uneconomic costs, not the establishment of revenue requirements. Section 367 provides a framework for "netting" of the above market value of certain assets against the below market value of other assets. Section 367 relates to, and was enacted for the express purpose of, setting

forth the basis for utility recovery of uneconomic costs. Contrary to PG&E's assertions, Section 367 does not address the manner in which we establish prospective cost-of-service URG revenue requirements.

Therefore, in reviewing the plain language of Section 367, we agree with ORA, TURN, Aglet and CLECA that the market valuation reference in Section 367 applies only to the process of determining uneconomic cost recovery and not ratemaking practices for URG assets. We find no support in Section 367 for PG&E's position that the Commission may not legally determine the value of URG for ratemaking purposes until such time as market valuations are complete.

In addition, recent legislative actions confirm that market valuation is to be used only for the purpose of uneconomic cost recovery, not in determining a URG revenue requirement. ABX1-6 (Ch. 2, Stats. 2001, special session 1)<sup>4</sup> eliminates market value as a factor influencing the ratemaking treatment for URG in the context of the continuing regulation as required by Section 377. As amended by ABX1-6, Section 377 provides that the URG assets continue under traditional Commission regulation until the Commission has authorized some other disposition of the assets pursuant to Section 851 and, in any event, at least until January 1, 2006. Section 377 does not authorize the market valuation procedure proposed by PG&E.

The amendments to Sections 216, 330 and 377 effected by ABX1-6 share a common characteristic. Each deletes reference to "market valuation" as one of the factors affecting the Commission's continued regulation URG. For example,

<sup>&</sup>lt;sup>4</sup> ABX1 6 filed with the Secretary of the State on January 18, 2001. An act to amend Sections 216, 330, and 377 of the Public Utilities Code, relating to public utilities, and declaring the urgency thereof, to take effect immediately.

in Section 216, the section that defines a public utility, ABX1-6 deleted in its entirety former subsection (h), which read as follows:

Generation assets owned by any public utility prior to January 1, 1997, and subject to rate regulation by the commission, shall continue to be subject to regulation by the commission <u>until those assets have undergone market valuation</u> in accordance with procedures established by the commission. (Emphasis added.)

Similarly, ABX1-6 deleted from Section 330(l)(2) the following language:

and utility generation should be <u>transitioned from regulated</u> <u>status to unregulated status</u> through means of commission-approved <u>market valuation mechanisms</u>. (Emphasis added.)

Both of these sections made market valuation a prerequisite to removal from Commission regulation, an outcome that is at odds with ratemaking for retained generation assets.

Section 330(l)(2), as amended, now provides simply: "Generation of electricity should be open to competition."

Finally, ABX1-6 also modified Section 377. Prior to amendment by ABX1-6, the section read:

The commission shall continue to regulate the nonnuclear generating assets owned by any public utility prior to January 1, 1997, that are subject to commission regulation <u>until those assets have been subject to market valuation</u> in accordance with procedures established by the commission. If, after market valuation, the public utility wishes to retain ownership of nonnuclear generation assets in the same corporation as the distribution utility, the public utility shall demonstrate to the satisfaction of the commission, through a public hearing, that it would be consistent with the public interest and would not confer undue competitive advantage on

the public utility to retain that ownership in the same corporation as the distribution utility. (Emphasis added.)

As amended by ABX1-6 the section now reads:

The commission shall continue to regulate the facilities for the generation of electricity owned by any public utility prior to January 1, 1997, that are subject to commission regulation until the owner of those facilities has applied to the commission to dispose of those facilities and has been authorized by the commission under Section 851 to undertake that disposal. Notwithstanding any other provision of law, no facility for the generation of electricity owned by a public utility may be disposed of prior to January 1, 2006. The commission shall ensure that public utility generation assets remain dedicated to service for the benefit of California ratepayers.

In this phase of the rate stabilization proceeding (RSP), we are establishing a URG revenue requirement for PG&E on a prospective basis. PG&E's proposal raises issues dealing with sale of assets and uneconomic costs, issues which are unrelated to determining a prospective URG revenue requirement. Contrary to PG&E's position, the legislative amendments we discuss in this decision and the plain language of Section 367 lead us to conclude that market valuation of PG&E's non-nuclear assets is at odds with establishing a prospective URG revenue requirement.

Prior to amendments enacted by ABX 1-6, Section 367 provided for the market value of assets for the purpose determining uneconomic cost recovery. To the extent other sections of the Pub. Util. Code gave a role to market valuation in setting the utilities' prospective revenue requirements, AB X1-6 has amended the Pub. Util. Code to delete the references to market valuation. The only remaining relevant statutory references to market valuation occur in Section 367 and have nothing to do with setting a prospective URG revenue requirement.

Finally, PG&E asserts that ABX1-6 redefines the source of transition cost recovery for the utilities. The gist of PG&E's argument is that under the AB 1890 statutory framework, PG&E had an opportunity to recover its investment in generation facilities through sales of plant or power in an unregulated market. PG&E contends that ABX1-6 does not remove such opportunity but instead redefines the sources of transition cost recovery for the utilities.

Neither the plain language of ABX1-6 or its legislative history support PG&E's interpretation. Moreover, PG&E's interpretation would convert an "opportunity" to recover stranded assets into a "guarantee" by converting stranded costs into rate base.

We conclude that Section 367(b) does not require the Commission to establish a market valuation for PG&E's non-nuclear generation assets prior to determining a URG revenue requirement.

#### **Transition Cost Balancing Account**

We also address PG&E's efforts to recover undercollections in its

Transition Cost Balancing Account (TCBA) in both its second and third scenarios.

In scenario two, PG&E concludes that based on language in Decision (D.)

01-03-082, all unrecovered costs in the combined balances of the TCBA,

Transition Revenue Account (TRA), Generation Asset Balancing Account

(GABA), generation memorandum accounts and generation plant accounts

constitute the amount to be recovered through ratemaking for PG&E's retained generation. Similar treatment for TCBA undercollections exists in PG&E's third scenario.

The theme inherent in PG&E's position is an entitlement, right or guarantee to recover all of its stranded costs. In this phase of the proceeding, we do not decide what past costs are recoverable or how they should be recovered.

We clarify that the focus of this proceeding is to determine <u>prospective</u> URG revenue requirements. To the extent that focus was not clear, we do not prejudge any of the issues PG&E raises concerning recovery of uneconomic costs or past costs remaining in balancing accounts. Contrary to PG&E's assertion, nothing in D.01-03-082 supports PG&E's suggestion that past uneconomic costs or costs not recovered during the rate freeze period must be recovered through prospective URG revenue requirements.

In D.01-03-082, we stated:

"To end the rate control mechanisms imposed by AB 1890 would require us to address the disposition of the balances in the Transition Cost Balancing Account (TCBA). We intend to monitor the balances remaining in the TCBA and will consider how to address remaining balances as we continue with these proceedings. We recognize that the magnitude of remaining balances may not have been contemplated in the AB 1890 cost recovery schemes. We will consider other approaches. For example, as we stated early in this decision, to the extent that generators and sellers make refunds for overcharges, those refunds should either be passed on to ratepayers or applied to capital cost recovery. In addition, legislative and negotiated changes relating to enhanced stranded cost recovery are now underway and may significantly affect the ultimate treatment and disposition of these costs. In this period of legislative reexamination of the premises and operation of AB 1890's restructuring statutes, it would be premature and unwise to opine as to the ultimate disposition and treatment of these accounts. We direct the utilities to maintain the regulatory accounting mechanisms as detailed below, but we explicitly draw no conclusions as to the ultimate treatment flowing from legislative or regulatory changes that could well involve the amounts tracked in those accounts. Indeed, as with so many aspects of AB 1890, the extent of the actual consequences of the legislation may well have been unintended and certainly

unforeseen by those supporting the AB 1890 stranded cost recovery constraints at the time." (Slip op., p. 21-22.)

Contrary to D.01-03-082, PG&E assumes that the rate freeze has ended for two of its scenarios and consequently disposes of balances in the TCBA. As we stated in D.01-03-082, PG&E cannot unilaterally declare an end to the rate freeze. Moreover, we reject PG&E's efforts to expand the limited scope of this proceeding to include a determination that the rate freeze has ended. When issues concerning the termination of the rate freeze are resolved, the Commission should address any impacts on URG revenue requirements. In the interim, though, we reject PG&E's proposals which are premised on determinations concerning the end of the rate freeze. Our actions should not be viewed as prejudging PG&E's positions, but rather a clear statement that the issues raised by PG&E go beyond what is necessary to determine a prospective URG revenue requirement.

In this interim decision, in the URG phase of the RSP, we reject PG&E's market valuation proposal for its non-nuclear generation assets. We also reject PG&E's proposal to recover undercollections in TCBA in its URG revenue requirement. In a future decision, we will resolve the remaining issues raised in this phase and address the remainder of PG&E's proposed scenarios in more detail.

#### **Proposed Decision**

The ALJ's proposed decision was issued on September 13, 2001. In matters that have gone to hearing, § 311(d) generally requires that the Commission issue its decision not sooner than 30 days after the proposed decision is filed and served.

The schedule adopted at the end of evidentiary hearing on July 31, 2001 provided for issuance of a proposed decision on September 25, 2001 and issuance of a Commission decision on October 25, 2001. The August 10 ACR advised parties that the Commission may need to take expeditious action on the legal issue of market valuation and also sought comment on whether parties would stipulate to waiver of the 30-day review and comment period prescribed by Section 311(d). Both PG&E and Edison decline to waive Section 311(d).

#### **Comments on Proposed Decision**

The proposed decision (PD) of the ALJ in this matter was mailed to the parties in accordance with Pub. Util. Code § 311(d) and Rule 77.2 of the Rules of Practice and Procedure. On October 3, 2001, comments on the PD were filed by Aglet, Cogeneration Association of California (CAC), ORA and PG&E. No replies to comments were electronically served by the October 9, 2001, 10:00 a.m. deadline set forth in ALJ Wong's September 17 response to PG&E's request for clarification.

Aglet states the PD but omits a detailed description of Aglet's position and it requests the addition of text describing its position in more detail. On page 7, prior to the header "Discussion," language is added describing Aglet's position.

CAC contends that the PD errs by interpreting California law to prohibit the recovery of sums in the TCBA unless and until the rate freeze is ended. CAC makes no specific reference to the PD to support this claim. Contrary, to CAC's assertion the PD purposefully does not address recovery of undercollections because such issues are unrelated to establishing a cost-based URG revenue requirement. Past undercollections have no direct connection to actual URG costs going forward.

Although CAC raises valid and important policy issues, such issues go beyond the scope of determining a cost-based URG revenue requirement. CAC's effort to raise issues separate from determining a URG revenue requirement is most evident in CAC's recommended edits to finding of fact number 7 which are as follows:

The focus of this proceeding is to determine prospective URG revenue requirements and to determine appropriate ratemaking to commence recovery of past uncollected balances, including unrecovered costs in the TCBA. (CAC's proposed text appears in underline.)

Issues concerning ratemaking for recovery of past uncollected balances are not directly related to establishing a cost-based URG revenue requirement, thus no error has occurred.

ORA finds no legal or factual errors in the PD. ORA agrees with the PD that dealing with past debts is not a pre-requisite to establishing a prospective revenue requirement.

However, ORA states that the PD does not indicate whether a need still exists to calculate stranded costs. ORA observes that the PD finds that the purpose of market valuation in Section 367 is to calculate stranded costs, and to perform the netting of above and below market costs. ORA seeks clarification on whether stranded costs still exist which justify market valuing PG&E's retained assets.

ORA believes that under ABX1-6, the requirement for utilities to retain their generating assets renders the net book value as the only logical basis for market value. Thus, ORA believes that cost-of-service ratemaking may render all generating assets economic, negating any need to market value PG&E's generating assets. ORA seeks clarification on whether net book value equals

market value under current conditions and also whether the Commission agrees that all generating assets are economic negating the need to market value PG&E's generation assets.

Although ORA states it finds no error in the PD, similar to CAC, it advocates for resolution of issues not directly related to establishing a cost-based URG revenue requirement. We agree with the sentiment ORA expresses in its testimony that valuation issues should be decided in a proceeding or phase explicitly designed to do so, where all parties have a clear understanding at the outset that valuation issues will be considered. We will not prejudge any valuation issues at this time unrelated to establishing a cost-based URG revenue requirement.

PG&E contends the PD commits legal error by determining PG&E's URG revenue requirement without reference to the market value of PG&E's URG assets. The impact of this alleged error is to deny PG&E the ability to recover an estimated \$4.1 billion in market value.

PG&E argues that a URG revenue requirement must be established with reference to the market value of PG&E's URG assets. PG&E believes that it is entitled to recover past uneconomic costs in its URG revenue requirement. The basis for this belief is that under AB 1X generation assets remain regulated. PG&E further states that once it credits TCBA with the market value of its economic URG, it is entitled to receive cash or an asset of equal value in order to recover the market value it has paid.

On the surface, PG&E's reference to the "market value it has paid" is confusing. PG&E's hydroeclectric facilities, the assets over which the most controversy exists for PG&E, have not been recently bought by PG&E at "market value." PG&E later suggests in its comments that an entry made into the

Generation Balancing Account (GABA) entitles PG&E to recovery of the market value of its URG assets. PG&E argues that the PD is thus flawed because it adopts a "ratemaking approach" under which PG&E would not recover the market value it is entitled to and instead creates a write-off inconsistent with AB 1890 in general, and Pub. Util. Code § 367.

This phase of the RSP accomplishes the singular goal of determining the revenue requirements needed by the utilities to provide generation at cost based rates on a going forward basis. As the PD stated, this decision does not address issues concerning past uneconomic costs. By determining what actual costs are for providing generation on a going forward basis, the Commission is not passing judgment on the treatment or disposition of past uneconomic costs incurred by PG&E.

PG&E' also contends that its approach for recovering past uneconomic costs in its URG revenue requirement is consistent with ABX1-6. PG&E also suggests that Section 367(b) confers a right upon the utilities to "recovery of their 'uneconomic' or 'stranded' costs [incurred] during the ratefreeze." Assuming these statements to be true, however, there exists a variety of ratemaking approaches the Commission could adopt so that PG&E could recover its past uneconomic costs in the event the Commission finds that such recovery is warranted.

PG&E also states that the PD would force a write-off of the \$4.1 billion market value of PG&E's retained generation assets, rather than allow the recovery of that amount. Thus, PG&E claims the PD results in an unconstitutional taking of PG&E's property. Since this phase of the RSP does not address the recovery of uneconomic costs, PG&E's claim of taking lacks merit.

We reiterate, in this phase of the RSP we do not determine the amount of uneconomic costs, if any, eligible for recovery or address how such costs should be recovered. To the extent we have interpreted ABX1-6, we have done so for the narrow purpose of addressing and dismissing PG&E's argument that the Commission is required by Section 367(b) to establish a market valuation for PG&E's generation assets prior to calculating a URG revenue requirement. We modify the PD to make clear that our interpretation of Section 367(b) responds only to PG&E's claim that the Commission is required to establish a market valuation for PG&E's URG assets prior to adopting a URG revenue requirement.

#### **Findings of Fact**

- 1. In this phase of the RSP, we are establishing a URG revenue requirement for PG&E on a prospective basis.
- 2. PG&E's market valuation proposal raises issues concerning recovery of uneconomic costs, issues which are unrelated to determining a prospective URG revenue requirement.
- 3. The focus of this phase of the RSP is to determine prospective URG revenue requirements.
- 4. When issues concerning the termination of the rate freeze are resolved, the Commission should address any impacts on URG revenue requirements.

#### **Conclusions of Law**

- 1. The Commission is not required by law to establish a market valuation for the generation assets of PG&E prior to establishing a URG revenue requirement.
- 2. D.01-03-082 does not require that PG&E's prospective URG revenue requirement include past uneconomic costs or costs not recovered during the rate freeze, including but not limited to unrecovered costs in the TCBA.

#### ORDER

#### **IT IS ORDERED** that:

- 1. The proposal of Pacific Gas and Electric Company (PG&E) to market value its hydroelectric generation assets prior to establishing a utility retained generation (URG) revenue requirement is denied.
- 2. PG&E's proposal to include in its prospective URG revenue requirement past uneconomic costs or costs not recovered during the rate freeze, including but not limited to unrecovered costs in the Transition Cost Balancing Account, is denied.

This order is effective today.	
Dated	, at San Francisco, California.

#### Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

\*\*\*\*\*\* APPEARANCES \*\*\*\*\*\*\*\*\*

Gerald Lahr ABAG POWER 101 8TH STREET OAKLAND CA 94607 (510) 464-7908

jerryl@abag.ca.gov

For: ASSOCIATION OF BAY AREA GOVERNMENTS (ABAG)

Katherine S. Poole

ADAMS BROADWELL JOSEPH & CARDOZO

651 GATEWAY BLVD., SUITE 900 SOUTH SAN FRANCISCO CA 94080

(650) 589-1660

kpoole@adamsbroadwell.com

For: The Coalition of California Utility Employees

Marc D. Joseph Attorney At Law

ADAMS BROADWELL JOSEPH & CARDOZO 651 GATEWAY BOULEVARD, SUITE 900 SOUTH SAN FRANCISCO CA 94080

(650) 589-1660

mdjoseph@adamsbroadwell.com

For: The Coalition of California Utility Employees

William P. Adams

ADAMS ELECTRICAL SAFETY CONSULTING

716 BRETT AVENUE

ROHNERT PARK CA 94928-4012

(707) 795-7549 For: SELF

**Aaron Thomas** 

AES NEWENERGY, INC.

350 S. GRAND AVENUE, SUITE 2950

LOS ANGELES CA 90071

(213) 996-6136

athomas@newenergy.com

For: New Energy Ventures, Inc.

Patrick Mcdonnell AGLAND ENERGY

2000 NICASIO VALLEY ROAD

NICASIO CA 94946 (415) 662-6944

aglandenergy@earthlink.net For: Enserch Energy Services James Weil

AGLET CONSUMER ALLIANCE

PO BOX 1599

FORESTHILL CA 95631

(530) 367-3300 jweil@aglet.org

For: AGLET CONSUMER ALLIANCE

Michael Aguirre Attorney At Law AGUIRRE & MEYER

1060 8TH AVENUE, SUITE 300

SAN DIEGO CA 92101

(619) 235-8636

julesan@aol.com

For: RATEPAYERS/UCAN

Carrie H. Allen

Attorney At Law

AKIN, GUMP, STRAUSS, HAUER & FELD, LLP 1333 NEW HAMPSHIRE AVENUE. N.W., STE 400

**WASHINGTON DC 20036** 

(202) 887-4530

callen@akingump.com

For: CE Generation

Donald Brookhyser Attorney At Law

ALCANTAR & KAHL

1300 S.W. 5TH AVENUE. SUITE 1750

PORTLAND OR 97201

(503) 402-8702

deb@a-klaw.com

For: Cogeneration Association of California

Evelyn Kahl

Attorney At Law

ALCANTAR & KAHL, LLP

120 MONTGOMERY STREET, SUITE 2200

SAN FRANCISCO CA 94104

(415) 421-4143

ek@a-klaw.com

For: Energy Producers & Users Coalition

Chris King

**Executive Director** 

AMERICAN ENERGY INSTITUTE

842 OXFORD ST.

BERKELEY CA 94707

(510) 435-5189

ckingaei@yahoo.com

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Edward G. Poole Attorney At Law ANDERSON & POOLE

601 CALIFORNIA STREET, SUITE 1300

SAN FRANCISCO CA 94108

(415) 956-6413 epoole@adplaw.com

For: California Independent Petroleum Association/Sun-Maid

Growers of California

Barbara R. Barkovich BARKOVICH AND YAP, INC. 31 EUCALYPTUS LANE SAN RAFAEL CA 94901 (415) 457-5537

brbarkovich@earthlink.net

For: California Large Energy Consumers Association (CLECA)

Reed V. Schmidt

BARTLE WELLS ASSOCIATES 1889 ALCATRAZ AVENUE BERKELEY CA 94703

(510) 653-3399

rschmidt@bartlewells.com

For: California City County Streetlight Association (CAL-SLA)

Marco Gomez Attorney At Law

BAY AREA RAPID TRANSIT DISTRICT 800 MADISON STREET, 5TH FLOOR

OAKLAND CA 94607 (510) 464-6058 mgomez1@bart.gov

For: Bay Area Rapid Transit District

Roger Berliner

BERLINER, CANDON & JIMISON 1225 19TH STREET, N.W., SUITE 800

WASHINGTON DC 20036

(202) 955-6067

rogerberliner@bcjlaw.com

For: Internal Services Department of Los Angeles County

(LACISD)

A Brubaker

BRUBAKER & ASSOCIATES, INC. 1215 FERN RIDGE PARKWAY, SUITE 208

ST. LOUIS MO 63141 (314) 275-7007 Jonathan M. Weisgall

V.P. Legislative & Regulatory Affairs CALENERGY COMPANY, INC.

1200 NEW HAMPSHIRE AVE., NW, SUITE 300

**WASHINGTON DC 20036** 

(202) 828-1378 jweisgall@aol.com

Jennifer Tachera Attorney At Law

CALIFORNIA ENERGY COMMISSION

1516 NINTH STREET, MS-14 SACRAMENTO CA 95814-5504

(916) 654-3870

jtachera@energy.state.ca.us

Karen Norene Mills

Attorney At Law

CALIFORNIA FARM BUREAU FEDERATION

2300 RIVER PLAZA DRIVE SACRAMENTO CA 95833

(916) 561-5655 kmills@cfbf.com

For: California Farm Bureau Federation

Ronald Liebert

Attorney At Law

CALIFORNIA FARM BUREAU FEDERATION

2300 RIVER PLAZA DRIVE SACRAMENTO CA 95833

(916) 561-5657 rliebert@cfbf.com

For: California Farm Bureau Federation

Ed Yates

CALIFORNIA LEAGUE OF FOOD PROCESSORS

980 NINTH STREET, SUITE 230 SACRAMENTO CA 95814

(916) 444-9260 ed@clfp.com

For: California League of Food Processors

Lisa G. Urick

Attorney At Law

CALIFORNIA POWER EXCHANGE CORPORATION

200 S. LOS ROBLES AVENUE, SUITE 400

PASADENA CA 91101-2482

(626) 537-3328

lgurick@calpx.com

## Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

mbrubaker@consultbai.com For: Brubaker & Associates, Inc. For: CALIFORNIA POWER EXCHANGE

Robert Cagen Attorney At Law CALIFORNIA PUBLIC UTILITIES COMMISSION **505 VAN NESS AVENUE** SAN FRANCISCO CA 94102 (415) 703-2197

rcc@cpuc.ca.gov

For: Office of Ratepayer Advocates

Tom Smegal CALIFORNIA WATER SERVICE 1720 NORTH FIRST STREET SAN JOSE CA 95112

(408) 367-8235 tsmegal@calwater.com

For: California Water Association

Jennifer Chamberlin CHEVRON ENERGY SOLUTIONS 345 CALIFORNIA ST., 32ND FLOOR SAN FRANCISCO CA 94104 (415) 733-4661

innc@chevron.com

For: Chevron Energy Solutions

Theresa Mueller **Deputy City Attorney** CITY AND COUNTY OF SAN FRANCISCO 1 DR. CARLTON B. GOODLETT PLACE SAN FRANCISCO CA 94102

(415) 554-4640

theresa mueller@ci.sf.ca.us

For: City & County of San Francisco

Bill Mc Callum CITY OF FRESNO 5607 W. JENSEN AVENUE FRESNO CA 93607 (559) 498-1728

bill.mccallum@ci.fresno.ca.us For: CITY OF FRESNO

Frederick Ortlieb **Deputy City Attorney** CITY OF SAN DIEGO 1200 THIRD AVENUE, 11TH FLOOR SAN DIEGO CA 92101

John Tooker City Manager CITY OF YUCAIPA 34272 YUCAIPA BLVD. YUCAIPA CA 92399 (909) 797-2489

**Howard Choy Energy Management Division Manager** COUNTY OF LOS ANGELES

INTERNAL SERVICES DEPARTMENT 1100 NORTHEASTERN AVENUE LOS ANGELES CA 90063

(323) 881-3939 hchov@isd.co.la.ca.us

For: COUNTY OF LOS ANGELES

Patrick Mcguire TOM BEACH CROSSBORDER ENERGY 2560 NINTH STREET, SUITE 316

BERKELEY CA 94710 (510) 649-9790

patrickm@crossborderenergy.com For: Watson Cogeneration Company

Tom Beach CROSSBORDER ENERGY 2560 NINTH ST., SUITE 316 BERKELEY CA 94710 (510) 649-9790

tomb@crossborderenergy.com For: Watson Cogeneration Company

**Treg Tremont** Attorney At Law

DAVIS WRIGHT TREMAINE

ONE EMBARCADERO CENTER, SUITE 600

SAN FRANCISCO CA 94111-3834

(415) 276-6500 tregtremont@dwt.com

For: Costco Wholesale Corporation

Lindsey How-Downing Attorney At Law

DAVIS WRIGHT TREMAINE LLP

ONE EMBARCADERO CENTER, STE 600

## Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

(619) 236-6220

fmo@sdcity.sannet.gov For: CITY OF SAN DIEGO SAN FRANCISCO CA 94111-3834

(415) 276-6512

lindseyhowdowning@dwt.com For: CALPINE CORPORATION

Edward W. O'Neill Attorney At Law

DAVIS WRIGHT TREMAINE, LLP

ONE EMBARCADERO CENTER, SUITE 600

SAN FRANCISCO CA 94111-3834

(415) 276-6500

edwardoneill@dwt.com

For: El Paso Natural Gas Company

Norman J. Furuta Attorney At Law

DEPARTMENT OF THE NAVY 900 COMMODORE DRIVE, BLDG. 107

SAN BRUNO CA 94066-5006

(650) 244-2100

furutanj@efawest.navfac.navy.mil For: Federal Executive Agencies

Daniel W. Douglass Attorney At Law

5959 TOPANGA CANYON BLVD., STE 244

**WOODLAND HILLS CA 91367** 

(818) 596-2201

douglass@energyattorney.com

For: ALLIANCE OF RETAIL MARKETS and WESTERN

POWER TRADING FORUM

Dan L. Carroll Attorney At Law

DOWNEY BRAND SEYMOUR & ROHWER, LLP

555 CAPITOL MALL, 10TH FLOOR

SACRAMENTO CA 95814

(916) 441-0131 dcarroll@dbsr.com

For: CALIFORNIA INDUSTRIAL USERS

Colin L. Pearce

DUANE MORRIS & HECKSCHER 100 SPEAR STREET, SUITE 1500 SAN FRANCISCO CA 94105

(415) 371-2200

clpearce@duanemorris.com

For: Sacramento Municipal Utility District (SMUD)

Thomas M. Berliner

Ron Knecht

**ECONOMICS & TECH ANALYSIS GROUP** 

1465 MARLBAROUGH AVENUE LOS ALTOS CA 94024-5742

(650) 968-0115

ronknecht@aol.com

For: SELF

Lynn M. Haug ANDY BROWN Attorney At Law

**ELLISON & SCHNEIDER** 

2015 H STREET

SACRAMENTO CA 95814-3109

(916) 447-2166

lmh@eslawfirm.com

For: East Bay Municipal Utility District (EBMUD)

Andrew B. Brown

Attorney At Law

ELLISON, SCHNEIDER & HARRIS

2015 H STREET

SACRAMENTO CA 95814

(916) 447-2166

abb@eslawfirm.com

For: CALIFORNIA DEPARTMENT OF GENERAL SERVICES

(DGS)

Douglas K. Kerner Attorney At Law

ELLISON, SCHNEIDER & HARRIS

2015 H STREET

**SACRAMENTO CA 95814** 

(916) 447-2166

dkk@eslawfirm.com

For: Independent Energy Producers Association

Diane Fellman

Attorney At Law

ENERGY LAW GROUP LLP

1999 HARRISON STREET, SUITE 2700

OAKLAND CA 94612-3572

(415) 703-6000

difellman@energy-law-group.com

For: PacificCrockett Energy, Inc.

## Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

Attorneys At Law **DUANE MORRIS & HECKSCHER** 100 SPEAR STREET, SUITE 1500 SAN FRANCISCO CA 94105 (415) 371-2200

tmberliner@duanemorris.com

For: Sacramento Municipal Utility District

Carolyn Kehrein **ENERGY MANAGEMENT SERVICES** 1505 DUNLAP COURT DIXON CA 95620-4208 (707) 678-9586 cmkehrein@ems-ca.com

For: Energy Users Forum

Nancy Ryan ENVIRONMENTAL DEFENSE **5655 COLLEGE AVENUE** OAKLAND CA 94618 (510) 658-8008

nryan@environmentaldefense.org For: Environmental Defense

James D. Squeri Attorney At Law GOODIN MACBRIDE SQUERI RITCHIE & DAY LLP 505 SANSOME STREET. SUITE 900 SAN FRANCISCO CA 94111 (415) 392-7900 jsqueri@gmssr.com

For: California Retailers Association

Jeanne M. Bennett Attorney At Law GOODIN MACBRIDE SQUERI RITCHIE & DAY LLP 505 SANSOME STREET, SUITE 900 SAN FRANCISCO CA 94111 (415) 392-7900 jbennett@gmssr.com For: Alliance for Retail Markets and Enron Corporation

Michael B. Day Attorney At Law GOODIN MACBRIDE SQUERI RITCHIE & DAY LLP 505 SANSOME STREET, SUITE 900 SAN FRANCISCO CA 94111-3133 (415) 392-7900 mdav@gmssr.com For: ENRON ENERGY SERVICES, INC., ENRON NORTH **AMERICA** 

Andrew J. Skaff, Attorney at Law ENERGY LAW GROUP, LLP 1999 HARRISON ST., SUITE 2700 OAKLAND CA 94612 (510) 874-4370 askaff@energy-law-group.com

For: New York Mercantile Exchange/Dynegy, Inc.

Kelly R. Tilton GRUENEICH RESOURCE ADVOCATES 582 MARKET STREET, SUITE 1020 SAN FRANCISCO CA 94104-5305 (415) 834-2300

For: Sonoma County Water Agency

Kelly R. Tilton, Attorney at Law GRUENEICH RESOURCE ADVOCATES 582 MARKET STREET, SUITE 1020 SAN FRANCISCO CA 94104 (415) 834-2300 ktilton@gralegal.com For: University of California/California State University

Morten Henrik Greidung HAFSLUND ENERGY TRADING, LLC 101 ELLIOT AVE., SUITE 510 SEATTLE WA 98119 (206) 436-0640 mhg@hetrading.com For: HAFSLUND ENERGY TRADING, LLC

James Hodges 4720 BRAND WAY **SACRAMENTO CA 95819** (916) 451-7011 hodgesil@pacbell.net For: TELACU and Maravilla Foundation

Jan Smutny-Jones Association INDEPENDENT ENERGY PRODUCERS 1112 I STREET, STE, 380 SACRAMENTO CA 95814-2896

(916) 448-9499

smutny@iepa.com

William B. Marcus JBS ENERGY, INC. 311 D STREET, SUITE A WEST SACRAMENTO CA 95605 (916) 372-0534 bill@jbs.com

## Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

For: TURN (EXPERT WITNESS)

Richard H. Counihan GREENMOUNTAIN.COM

50 CALIFORNIA STREET. SUITE 1500

SAN FRANCISCO CA 94111

(415) 439-5310

rick.counihan@greenmountain.com

For: GREEN MOUNTAIN ENERGY RESOURCES

Bill Bishop JR. WOOD, INC. PO BOX 545

ATWATER CA 95301 (209) 358-5643 bishop@jrwood.com

For: Jr. Wood, Inc. and Manufacturers Council of the Central

Valley (MCCV)

Kathleen Kiernan-Harrington

JAMES WEIL SUITE 200

720 MARKET STREET SAN FRANCISCO CA 94102

(415) 781-5348

harrington@ggra.org

For: GOLDEN GATE RESTAURANT ASSOCIATION

Daniel L. Rial

KINDER MORGAN ENERGY PARTNERS

1100 TOWN & COUNTRY ROAD

**ORANGE CA 92868** (714) 560-4854

riald@kindermorgan.com

For: Kinder Morgan Energy Partners, SFPP, L.P., CALNEV

Thomas S. Knox Attorney At Law

KNOX, LEMMON & ANAPOCSKY, LLP ONE CAPITOL MALL, SUITE 700

SACRAMENTO CA 95814

(916) 498-9911

tknox@klalawfirm.com For: Leprino Foods

Susan E. Brown Attorney At Law

LATINO ISSUES FORUM

785 MARKET STREET. 3RD FLOOR SAN FRANCISCO CA 94103-2003

(415) 284-7224

Norman A. Pedersen, Esquire JONES DAY REAVES & POGUE 555 WEST FIFTH STREET. SUITE 4600

LOS ANGELES CA 90013-1025

(213) 243-2810

napedersen@jonesday.com

For: Commonwealth Energy Corporation and Automated Power

Exchange Inc. & Frito Lay, Inc.

William H. Booth Attorney At Law

LAW OFFICES OF WILLIAM H. BOOTH 1500 NEWELL AVENUE, 5TH FLOOR

**WALNUT CREEK CA 94596** 

(925) 296-2460

wbooth@booth-law.com

For: California Large Energy Consumers Assn.

Christopher A. Hilen Attorney At Law

LEBOEUF LAMB GREENE & MACRAE LLP ONE EMBARCADERO CENTER, SUITE 400

SAN FRANCISCO CA 94111

(415) 951-1141 chilen@llgm.com

For: RELIANT ENERGY POWER GENERATION, INC.

John W. Leslie Attorney At Law

LUCE FORWARD HAMILTON & SCRIPPS, LLP

600 WEST BROADWAY, SUITE 2600

SAN DIEGO CA 92101-3391

(619) 236-1414 ileslie@luce.com

For: SHELL ENERGY SERVICES, LLC

Steven Moss M.CUBED

673 KANSAS STREET SAN FRANCISCO CA 94107

(415) 643-9578 smoss@hooked.net

For: WESTERN MOBILHOME PARK ASSOCIATION

David Huard RANDALL KEEN

MANATT, PHELPS & PHILLIPS 11355 W. OLYMPIC BLVD LOS ANGELES CA 90064

(310) 312-4247

## Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

lifcentral@lif.org

For: LATINO ISSUES FORUM

C. Susie Berlin Attorney At Law

LAW OFFICES OF BARRY F. MC CARTHY 2105 HAMILTON AVENUE, SUITE 140

SAN JOSE CA 95125 (408) 558-0950

sberlin@mccarthylaw.com

For: NORTHERN CALIFORNIA POWER AGENCY

David J. Byers Attorney At Law

MCCRACKEN, BYERS & HAESLOOP 840 MALCOLM ROAD, SUITE 100

BURLINGAME CA 94010

(650) 259-5979

btenney@landuselaw.com

For: California City County Streetlight Association (CAL-SLA)

Terry J. Houlihan Attorney At Law

MCCUTCHEN DOYLE BROWN & ENERSEN LLP 3 EMBARCADERO CENTER, 18TH FLOOR

SAN FRANCISCO CA 94111

(415) 393-2000 thoulihan@mdbe.com

For: RELIANT ENERGY POWER GENERATION, INC.

Patricia R. Williams MERVYN'S CALIFORNIA 22301 FOOTHILL BOULEVARD

HAYWARD CA 94541

(510) 727-5905

pat.williams@dhcmail.com

For: Mervyn's/Target Stores Division of Dayton Hudson

Corporation

Jeffrey H. Goldfien Assistant City Attorney

MEYERS, NÄVE, RIBÄCK, SILVER & WILSON

777 DAVIS STREET, SUITE 300 SAN LEANDRO CA 94577

(510) 351-4300 jhg@meyersnave.com

For: City of San Leandro

Christopher W. Reardon

MFRS COUNCIL OF THE CENTRAL VALLEY

PO BOX 1564

dhuard@manatt.com

For: CALIFORNIA HEALTHCARE ASSOCIATION

Matthew V. Brady Attorney At Law

MATTHEW V. BRADY & ASSOCIATES 300 CAPITOL MALL, SUITE 1100

SACRAMENTO CA 95814

(916) 442-5600 bradylaw@pacbell.net

For: Shasta Hydroelectric, Inc.

Scott T. Steffen Attorney At Law

MODESTO IRRIGATION DISTRICT

1231 ELEVENTH STREET MODESTO CA 95354 (209) 526-7387 scottst@mid.org

For: MODESTO IRRIGATION DISTRICT (MID)

Diane E. Pritchard Attorney At Law

MORRISON & FOERSTER, LLP

**425 MARKET STREET** 

SAN FRANCISCO CA 94105-2482

(415) 268-7188

dpritchard@mofo.com

For: E&J Gallo Winery, The Wine Institute and the Agricultural

**Energy Consumers Association.** 

Peter Hanschen Attorney At Law

MORRISON & FOERSTER, LLP

425 MARKET STREET SAN FRANCISCO CA 94105

(415) 268-7214 phanschen@mofo.com

For: Agricultural Energy Consumers Assn.

Sara Steck Myers Attorney At Law 122 28TH AVENUE SAN FRANCISCO CA 94121

(415) 387-1904

ssmyers@worldnet.att.net

For: CENTER FOR ENERGY EFFICIENCY AND RENEWABLE

TECHOLOGIES (CEERT)

Richard Roos-Collins, Attorney at Law NATURAL HERITAGE INSTITUTE

#### Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

MODESTO CA 95353 (209) 523-0886

cwrmccv@worldnet.att.net

kmcspadd@milbank.com

For: Manufacturers Council of the Central Valley (MCCV)

Kevin R. Mcspadden Attorney At Law MILBANK TWEED HADLEY & MCCLOY 601 SOUTH FIGUEROA, 30TH FLOOR LOS ANGELES CA 90017 (213) 892-4563

For: MILBANK, TWEED, HADLEY & MC CLOY

Jose E. Guzman, Jr.
Attorney At Law
NOSSAMAN GUTHNER KNOX & ELLIOTT LLP
50 CALIFORNIA STREET, 34TH FLOOR
SAN FRANCISCO CA 94111-4799
(415) 398-3600
jguzman@nossaman.com
For: Cargill Corporation

Christine Ferrari
Depurty City Attorney
OFFICE OF THE CITY ATTORNEY
CITY HALL ROOM 234
1 DR. CARLTON B. GOODLETT PLACE
SAN FRANCISCO CA 94102-4682
(415) 554-4634
christine ferrari@ci.sf.ca.us

Joseph M. Malkin Attorney At Law ORRICK, HERRINGTON & SUTCLIFFE LLP 400 SANSOME STREET SAN FRANCISCO CA 94111-3143 (415) 773-5505 jmalkin@orrick.com For: THE AES CORPORATION

William H. Edwards KELLY M. MORTON, JAMES L. LOPES PACIFIC GAS AND ELECTRIC CO. 77 BEALE STREET PO BOX 7442, RM 3115-B30A SAN FRANCISCO CA 94120-7442 (415) 973-2768 whe1@pge.com For: PG&E 2140 SHATTUCK AVENUE, SUITE 500 BERKELEY CA 94704-1222 (510) 644-2900 rrcollins@n-h-i.org For: California Hydropower Reform Coalition

Janie Mollon Manager Regulatory Affairs NEW WEST ENERGY PO BOX 61868 PHOENIX AZ 85082-1868 (602) 629-7758 jsmollon@newwestenergy.com For: NEW WEST ENERGY

Lon W. House RCRC ENERGY ADVISOR 4901 FLYING C ROAD CAMERON PARK CA 95682 (530) 676-8956 lwhouse@el-dorado.ca.us For: Regional Council of Rural Counties

Don Schoenbeck RCS CONSULTING, INC. 900 WASHINGTON STREET, SUITE 1000 VANCOUVER WA 98660 (360) 737-3877 dws@keywaycorp.com For: Coalinga Cogenerator

James Ross, RCS CONSULTING, INC. RCS CONSULTING, INC. 500 CHESTERFIELD CENTER, SUITE 320 CHESTERFIELD MO 63017 (636) 530-9544 jimross@r-c-s-inc.com For: Midway Sunset Cogeneration

Steven Greenberg, REALENERGY 300 CAPITOL MALL, SUITE 300 SACRAMENTO CA 95814 (916) 325-2500 sgreenberg@realenergy.com

For: RealEnergy

Keith Sappenfield RELIANT ENERGY RETAIL, INC. PO BOX 1409 HOUSTON TX 77251-1409 (713) 207-5570 keith-sappenfield@reliantenergy.com

#### Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

Peter Ouborg Attorney At Law

PACIFIC GAS AND ELECTRIC COMPANY

77 BEALE STREET

SAN FRANCISCO CA 94106

(415) 973-2286 pxo2@pge.com

For: Pacific Gas and Electric Company

Patrick J. Power Attorney At Law

1300 CLAY STREET, SUITE 600

OAKLAND CA 94612 (510) 446-7742 pjpowerlaw@aol.com

For: City of Long Beach; Universal Studios Inc.

Dana S. Appling General Counsel

SACRAMENTO MUNICIPAL UTILITY DISTRICT

LEGAL DEPARTMENT MSB406

PO BOX 15830

SACRAMENTO CA 95852-1830

(916) 732-6126

Phillip J. Muller

SCD ENERGY SOLUTIONS 436 NOVA ALBION WAY SAN RAFAEL CA 94903

(415) 479-1710 pjmuller@ricochet.net

For: Southern Company Energy Marketing

Jeffrey M. Parrott

LYNN G. VAN WAGENEN

Attorney At Law SEMPRA ENERGY 101 ASH STREET

SAN DIEGO CA 92101-3017

(619) 699-5063 jparrott@sempra.com

For: San Diego Gas & Electric Company

Judy Young Attorney At Law SEMPRA ENERGY

555 W. 5TH STREET, M.L.G.T. 14E7

LOS ANGELES CA 90013

(213) 244-2955 jlyoung@sempra.com

For: Southern California Gas Company

For: Reliant Energy Retail, Inc.

Randy Britt, ROBINSONS-MAY 6160 LAUREL CANYON BLVD. NORTH HOLLYWOOD CA 91606

(818) 509-4777

randy\_britt@mayco.com For: Robinsons-May

Arlin Orchard, Attorney at Law

SACRAMENTO MUNICIPAL UTILITY DISTRICT

PO BOX 15830, MAIL STOP-B406 SACRAMENTO CA 95852-1830

(916) 732-5830 aorchar@smud.org

For: Sacramento Municipal Utility District

Justin D. Bradley

SILICON VALLEY MANUFACTURING GROUP

226 AIRPORT PARKWAY, SUITE 190

SAN JOSE CA 95110 (408) 501-7852 jbradley@svmg.org

For: Silicon Valley Manufacturing Group

Beth A. Fox Attorney At Law

SOUTHERN CALIFORNIA EDISON COMPANY

2244 WALNUT GROVE AVENUE

ROSEMEAD CA 91770

(626) 302-6897 beth.fox@sce.com

For: SOUTHERN CALIFORNIA EDISON COMPANY (SCE)

James P. Shotwell Attorney At Law

SOUTHERN CALIFORNIA EDISON COMPANY 2244 WALNUT GROVE AVE., ROOM 337

ROSEMEAD CA 91770-0001

(626) 302-4531

j.p.shotwell@sce.com

For: SOUTHERN CALIFORNIA EDISON COMPANY (SCE)

James C. Paine Attorney At Law STOEL RIVES LLP

900 S.W. FIFTH AVENUE, STE 2600

PORTLAND OR 97204-1268

(503) 294-9246 jcpaine@stoel.com For: PacifiCorp

## Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

Keith W. Melville DAVID R. CLARK Attorney At Law SEMPRA ENERGY 101 ASH STREET

SAN DIEGO CA 92101-3017

(619) 699-5039

kmelville@sempra.com

anchau@shellus.com

For: San Diego Gas & Electric Company

Andrew Chau Attorney At Law SHELL ENERGY SERVICES COMPANY, L.L.C. 1221 LAMAR STREET, SUITE 1000 HOUSTON TX 77010 (713) 241-8939

Itzel Iberrio THE GREENLINING INSTITUTE 785 MARKET STREET, 3RD FLOOR SAN FRANCISCO CA 94103-2003

(415) 284-7202

iberrio@greenlining.org

For: THE GREENLINING INSTITUTE

Denis George Energy Manager THE KROGER COMPANY 1014 VINE STREET CINCINNATI OH 45202 (513) 762-4538

dgeorge@kroger.com For: The Kroger Company

Peter Bray

THE NEW POWER COMPANY 101 CALIFORNIA STREET, SUITE 1950 SAN FRANCISCO CA 94111

(415) 782-7810

pbray@newpower.com

For: The New Power Company

Matthew Freedman Attorney At Law

THE UTILITY REFORM NETWORK 711 VAN NESS AVENUE, SUITE 350 SAN FRANCISCO CA 94102

(415) 929-8876 EX314

freedman@turn.org

For: The Utility Reform Network (TURN)

James Bushee

SUTHERLAND, ASBILL & BRENNAN 1275 PENNSYLVANIA AVENUE WASHINGTON DC 20004

(202) 383-0100

jbushee@sablaw.com

For: CALIFORNIA MANUFACTURERS ASSOCIATION (CMA)

Keith Mc Crea Attorney At Law

SUTHERLAND, ASBILL & BRENNAN LLC 1275 PENNSYLVANIA AVENUE, N.W.

WASHINGTON DC 20004-2415

(202) 383-0705 kmccrea@sablaw.com

For: CALIFORNIA MANUFACTURERS & TECHNOLOGY

ASSN.

Bernardo R. Garcia

UTILITY WORKERS UNION OF AMERICA.AFL-CIO

PO BOX 5198

**OCEANSIDE CA 92052-5198** 

(949) 369-9936

uwuaregion5@earthlink.net

For: Utility Workers Union of America, AFL-CIO

Jerry Bloom

MARGARET ROSTKER (EMAIL: ROSTKMA@LAWHITE

Attorney At Law WHITE & CASE

TWO EMBARCADERO CENTER, SUITE 650

SAN FRANCISCO CA 94111

(415) 544-1104

bloomje@la.whitecase.com

For: California Cogeneration Council

Jason J. Zeller Legal Division RM. 5002

505 VAN NESS AVE San Francisco CA 94102

(415) 703-4673 jjz@cpuc.ca.gov

For: Office of Ratepayer Advocates

\*\*\*\*\*\* STATE EMPLOYEE \*\*\*\*\*\*\*\*

Truman L. Burns

Office of Ratepayer Advocates

RM. 4209

505 VAN NESS AVE

## Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

Robert Finkelstein Attorney At Law THE UTILITY REFORM NETWORK 711 VAN NESS AVENUE, SUITE 350 SAN FRANCISCO CA 94102 (415) 929-8876 X-301

bfinkelstein@turn.org

For: The Utility Reform Network (TURN)

Michael Shames Attorney At Law UTILITY CONSUMERS' ACTION NETWORK 1717 KETTNER BLVD., SUITE 105 SAN DIEGO CA 92101-2532 (619) 696-6966 mshames@ucan.org

For: Utility Consumers' Action Network (UCAN)

Monica Schwebs Attorney At Law CALIFORNIA ENERGY COMMISSION 1516 NINTH STREET, MS-14 SACRAMENTO CA 95814-5512

(916) 654-5207

mschwebs@energy.state.ca.us

Robert Pernell CALIFORNIA ENERGY COMMISSION 1516 9TH STREET SACRAMENTO CA 95829 (916) 654-5036

rpernell@energy.state.ca.us

For: CALIFORNIA ENERGY COMMISSION (CEC)

Ruben Tavares Electricity Analysis Office CALIFORNIA ENERGY COMMISSION 1516 9TH STREET, MS 20 SACRAMENTO CA 95814 (916) 654-5171

rtavares@energy.state.ca.us

For: California Energy Commission

Angela Minkin Administrative Law Judge CALIFORNIA PUBLIC UTILITIES COMMISSION

505 VAN NESS AVENUE, ROOM 5116

SAN FRANCISCO CA 94102 a0011038@cpuc.ca.gov

San Francisco CA 94102 (415) 703-2932 txb@cpuc.ca.gov

For: OFFICE OF RATEPAYER ADVOCATES

Michael W. Neville, Attorney At Law CALIFORNIA ATTORNEY GENERAL'S OFFICE 455 GOLDEN GATE AVENUE, SUITE 11000 SAN FRANCISCO CA 94102-7004 (415) 703-5523 michael.neville@doj.ca.gov For: CALIFORNIA RESOURCES AGENCY

Michael Jaske Chief Forecaster CALIFORNIA ENERGY COMMISSION

1516 9TH STREET, MS-22 SACRAMENTO CA 95814

(916) 654-4777

mjaske@energy.state.ca.us

Jim O'Brien DEPARTMENT OF WATER RESOURCES 1416 9TH STREET, ROOM 1118

SACRAMENTO CA 94236

(916) 653-8816

dwrlegal1@water.ca.gov

For: Department of Water Resources

Robert Miyashiro DEPT. OF FINANCE STATE CAPITOL, RM 1145 SACRAMENTO CA 95814

(916) 445-8610 firmiyas@dof.ca.gov

For: DEPT. OF FINANCE (DOF)

Christopher Danforth Office of Ratepayer Advocates

RM. 4101

505 VAN NESS AVE San Francisco CA 94102

(415) 703-1481 ctd@cpuc.ca.gov

For: Office of Ratepayer Advocates

Joseph R. DeUlloa

Administrative Law Judge Division

RM. 5105

505 VAN NESS AVE San Francisco CA 94102

(415) 703-3124

## Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

For: cpuc

Roderick A. Campbell Office Of Governmental Affairs CALIFORNIA PUBLIC UTILITIES COMMISSION 770 L STREET, STE 1050 **SACRAMENTO CA 95814** 

(916) 327-1418 rax@cpuc.ca.gov

Sean F. Casey Office of Ratepayer Advocates

RM. 4205 505 VAN NESS AVE

San Francisco CA 94102 (415) 703-1667 sfc@cpuc.ca.gov

For: Office of Ratepayer Advocates

jrd@cpuc.ca.gov

Pamela Durgin **Energy Division** RM. 4-A

505 VAN NESS AVE

San Francisco CA 94102 (415) 703-1124

pmd@cpuc.ca.gov

Robert T. Feraru Public Advisor Office

RM. 5303

505 VAN NESS AVE San Francisco CA 94102

(415) 703-2074 rtf@cpuc.ca.gov

For: Public Advisor's Office

Faline Fua **Energy Division** AREA 4-A 505 VAN NESS AVE San Francisco CA 94102 (415) 703-2481 fua@cpuc.ca.gov

Julie Halligan **Executive Division** RM. 5215 505 VAN NESS AVE San Francisco CA 94102

(415) 703-3491 jmh@cpuc.ca.gov

Audra Hartmann **Executive Division** 770 L STREET, SUITE 1050 Sacramento CA 95814 (916) 327-1417 ath@cpuc.ca.gov

Kayode Kajopaiye **Energy Division** AREA 4-A 505 VAN NESS AVE

San Francisco CA 94102 (415) 703-2557

Laura L. Krannawitter **Executive Division** 

RM. 5210

505 VAN NESS AVE San Francisco CA 94102

(415) 703-2538 llk@cpuc.ca.gov

Donald J. Lafrenz **Energy Division** AREA 4-A

505 VAN NESS AVE San Francisco CA 94102

(415) 703-1063 dlf@cpuc.ca.gov For: Energy Division

Steve Linsey

Office of Ratepayer Advocates

RM. 4101

505 VAN NESS AVE San Francisco CA 94102

(415) 703-1341 car@cpuc.ca.gov

For: Office of Ratepayer Advocates

Kimberly Lippi Legal Division RM. 4107

#### Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

kok@cpuc.ca.gov For: Energy Division

Dexter E. Khoury

Office of Ratepayer Advocates

RM. 4205

505 VAN NESS AVE San Francisco CA 94102

(415) 703-1200 bsl@cpuc.ca.gov

For: Office of Ratepayer Advocates

Robert Kinosian

Office of Ratepayer Advocates

RM. 4209

505 VAN NESS AVE San Francisco CA 94102

(415) 703-1500 gig@cpuc.ca.gov

For: Office of Ratepayer Advocates

Anne W. Premo

Energy Division, AREA 4-A 505 VAN NESS AVE San Francisco CA 94102

(415) 703-1247 awp@cpuc.ca.gov

For: CPUC ENERGY DIVISION

Thomas R. Pulsifer

Administrative Law Judge Division 505 VAN NESS AVE, RM. 5005

San Francisco CA 94102

(415) 703-2386 trp@cpuc.ca.gov

Steve Roscow Energy Division AREA 4-A

505 VAN NESS AVE San Francisco CA 94102

(415) 703-1189 scr@cpuc.ca.gov

Steven C Ross

Office of Ratepayer Advocates

RM. 4102

505 VAN NESS AVE

505 VAN NESS AVE San Francisco CA 94102

(415) 703-5822 kjl@cpuc.ca.gov

Jeanette Lo Energy Division AREA 4-A

505 VAN NESS AVE San Francisco CA 94102

(415) 703-1825 jlo@cpuc.ca.gov For: Energy Division

Kim Malcolm Executive Division

RM. 5115

505 VAN NESS AVE San Francisco CA 94102

(415) 703-1926 kim@cpuc.ca.gov

Zenaida G. Tapawan-Conway

Energy Division AREA 4-A

505 VAN NESS AVE San Francisco CA 94102

(415) 703-2624 ztc@cpuc.ca.gov

Maria Vanko Energy Division AREA 4-A

505 VAN NESS AVE San Francisco CA 94102

(415) 703-2818 mv1@cpuc.ca.gov For: Energy Division

Christine M. Walwyn

Administrative Law Judge Division

RM. 5101

505 VAN NESS AVE San Francisco CA 94102

(415) 703-2301 cmw@cpuc.ca.gov

Rosalina White Public Advisor Office

#### Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

San Francisco CA 94102

(415) 703-2140 sro@cpuc.ca.gov

Randy Chinn

SENATE ENERGY COMMITTEE

ROMM 408 STATE CAPITOL

SACRAMENTO CA 95814

randy. chinn@senate.ca.gov

Linda Serizawa Executive Division

RM. 5119

505 VAN NESS AVE San Francisco CA 94102

(415) 703-1383 lss@cpuc.ca.gov

Maria E. Stevens Executive Division

RM. 500

320 WEST 4TH STREET SUITE 500

Los Angeles CA 90013 (213) 576-7012 mer@cpuc.ca.gov

Tom O'Neill, Vice President ABN AMRO INCORPORATED

**EQUITY RESEARCH** 

ONE CALIFORNIA STREET, SUITE 200

SAN FRANCISCO CA 94111

(415) 983-2901

tom.oneill@abnamro.com

David Marcus

ADAMS BROADWELL & JOSEPH

PO BOX 1287

BERKELEY CA 94701-1287

(510) 528-0728 dmarcus@slip.net

For: Coalition of California Utility Employees

Michael Alcantar, Attorney At Law

ALCANTAR & KAHL LLP

120 MONTGOMERY STREET, SUITE 2200

SAN FRANCISCO CA 94104

mpa@a-klaw.com

Ira Schoenholtz, President

President

AMERICAN ASSN OF BUSINESS PERSONS W/DIS

RM. 5303

505 VAN NESS AVE San Francisco CA 94102

(415) 703-2074 raw@cpuc.ca.gov

John S. Wong

Administrative Law Judge Division

RM. 5019

505 VAN NESS AVE

San Francisco CA 94102

(415) 703-3130

jsw@cpuc.ca.gov

Helen W. Yee Legal Division

RM. 5031

505 VAN NESS AVE

San Francisco CA 94102

(415) 703-2474 yee@cpuc.ca.gov

\*\*\*\*\*\* INFORMATION ONLY \*\*\*\*\*\*\*

Ed Cazalet

AUTOMATED POWER EXCHANGE, INC.

5201 GREAT AMERICA PARKWAY

SANTA CLARA CA 95054

(408) 517-2900 ed@apx.com

For: Automated Power Exchange, Inc.

Scott Blaising

Attorney At Law

8980 MOONEY ROAD

ELK GROVE CA 95624

(916) 682-9702

blaising@braunlegal.com

Paul A. Harris

**BRIDGE NEWS** 

44 MONTGOMERY, SUITE 2410

SAN FRANCISCO CA 94104

(415) 835-7641

paul.harris@bridge.com

For: BRIDGE NEWS

Mona Patel

**BROWN & WOOD LLP** 

#### Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

2 WOODHOLLOW IRVINE CA 92604-3229

(949) 559-1516

For: American Association of Business Persons with Disabilities

Frank Annunziato, President

President

AMERICAN UTILITY NETWORK INC.

1746 N VALLEJO WAY UPLAND CA 91784 (909) 989-4000 ROTT1@aol.com

Edward G. Poole, Attorney at Law

**ANDERSON & POOLE** 

601 CALIFORNIA STREET, SUITE 1300

SAN FRANCISCO CA 94108

 $\begin{array}{c} (415)\ 956\text{-}6413 \\ epoole@adplaw.com \end{array}$ 

For: INDEPENDENT OIL PRODUCERS AGENCY (IOPA)

Robert E. Anderson APS ENERGY SERVICES 1500 FIRST AVENUE ROCHESTER MN 55906

(507) 289-0800

bob\_anderson@apses.com For: APS ENERGY SERVICES

William Dombrowski

CALIFORNIA RETAILERS ASSOCIATION

980 9TH STREET, SUITE 2100 SACRAMENTO CA 95814-2741

 $(916)\ 443-1975$ 

Alexandre B. Makler CALPINE CORPORATION

6700 KOLL CENTER PARKWAY, SUITE 200

PLEASANTON CA 94566

(925) 600-2081 alexm@calpine.com

For: CALPINE CORPORATION

Susannah Churchill Energy Advocate CALPIRG 926 J ST. 523

**SACRAMENTO CA 95814** 

(916) 448-4516

swchurchill@juno.com

For: CALPIRG

555 CALIFORNIA STREET, 50TH FLOOR

SAN FRANCISCO CA 94104

(415) 772-1265

mpatel@brownwoodlaw.com

Stephen Layman

CALIFORNIA ENERGY COMMISSION, EIAD

1516 9TH STREET, MS-20 SACRAMENTO CA 95814

(916) 654-4845

Slayman@energy.state.ca.us

Derk Pippin

CALIFORNIA ENERGY MARKETS

9 ROSCOE STREET

SAN FRANCISCO CA 94110-5921

(415) 824-3222

derkp@newsdata.com

For: CALIFORNIA ENERGY MARKETS (CEM)

J. A. Savage

CALIFORNIA ENERGY MARKETS

3006 SHEFFIELD AVENUE OAKLAND CA 94602-1545

(510) 534-9109

honest@compuserve.com For: California Energy Markets

June M. Skillman

COMPLETE ENERGY SERVICES, INC. 650 E. PARKRIDGE AVENUE, UNIT 110

CORONA CA 92879 (909) 280-9411

(303) 200-3411

jskillman@prodigy.net

Carl K. Oshiro Attorney At Law CSBRT/CSBA

100 FIRST STREET, SUITE 2540 SAN FRANCISCO CA 94105

(415) 927-0158 oshirock@pacbell.net

For: CALIFORNIA SMALL BUSINESS ASSOCIATION AND

CALIFORNIA SMALL BUSINESS ROUNDTABLE

Nicole A. Tutt

DUANE MORRIS & HECKSCHER 100 SPEAR STREET, SUITE 1500 SAN FRANCISCO CA 94105

(415) 371-2200

natutt@duanemorris.com

#### Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

Kevin Duggan

CAPSTONE TURBINE CORPORATION 21211 NORDHOFF STREET CHATSWORTH CA 91311 (818) 734-5455

kduggan@capstoneturbine.com

Douglas L. Anderson

Vice President And General Counsel

CE GENERATION, LLC

302 SOUTH 36TH STREET, SUITE 400

OMAHA NE 68131 (402) 231-1642

doug.anderson@calenergy.com

John A. Barthrop General Counsel

COMMONWEALTH ENERGY CORP. 15991 RED HILL AVENUE. NO. 201

TUSTIN CA 92780 (714) 258-0470

jbarthrop@powersavers.com For: Commonwealth Energy Corp.

Angela Oh Advisor

COMMUNITY TECHNOLOGY POLICY COUNCIL

PMB 7000-639

**REDONDO BEACH CA 90277** 

Jon S. Silva

Government Affairs Associate

EDISON SOURCE 955 OVERLAND COURT SAN DIMAS CA 91773

(909) 450-6035

Susan A. Huse Research Analyst EES CONSULTING, INC.

12011 BEL-RED ROAD, SUITE 200

BELLEVUE WA 98005-2471

(425) 452-9200

huse@eesconsulting.com

Jeffrey D. Harris Attorney At Law

**ELLISON & SCHNEIDER** 

2015 H STREET

SACRAMENTO CA 95814-3105

(916) 447-2166

Joseph M. Paul

DYNEGY MARKETING & TRADE

5976 WEST LAS POSITAS BLVD., STE. 200

PLEASANTON CA 94588

(925) 469-2314

joe.paul@dynegy.com

Gregory T. Blue

Manager, State Regulatory Affairs

DYNEGY, INC.

5976 W. LAS POSITAS BLVD., STE. 200

PLEASANTON CA 94588

(925) 469-2355 gtbl@dynegy.com

For: Dynegy, Inc.

Joseph A. Young

EAST BAY MUNICIPAL UTILITY DISTRICT

PO BOX 24055

OAKLAND CA 94623-1055

(510) 287-0147

joeyoung@ebmud.com

Wendy Illingworth

ECONOMIC INSIGHTS

320 FEATHER LANE

SANTA CRUZ CA 95060 (831) 427-2163

wendy@econinsights.com

Douglas E. Davie

HENWOOD ENERGY SERVICES, INC.

2710 GATEWAY OAKS DRIVE, STE. 300 NORTH

SACRAMENTO CA 95833

(916) 569-0985

ddavie@hesinet.com

Jeffrey D. Schlichting HMH RESOURCES, INC.

100 LARKSPUR LANDING, SUITE 213

LARKSPUR CA 94939

(415) 289-4080

jeff@hmhresources.com

Miriam Maxian

J.P. MORGAN SECURITIES, INC.

101 CALIFORNIA STREET, 37TH FLOOR

SAN FRANCISCO CA 94111

(415) 954-3297

maxian\_miriam@jpmorgan.com

#### Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

jdh@eslawfirm.com

For: Sacramento Municipal Utility District

James Meyn Senior Structure Power Representative ENGAGE ENERGY US, L.P. 8880 RIO SAN DIEGO DRIVE SAN DIEGO CA 92108-1634 (619) 702-9501

Gary B. Ackerman FOOTHILL SERVICES, INC. 340 AUGUST CIRCLE MENLO PARK CA 94025 foothill@lmi.net

For: Western Power Trading Forum

Robert D. Schasel FRITO-LAY, INC. 7701 LEGACY DRIVE (4C-101) PLANO TX 75024-4099 (972) 334-7000 robert.d.schasel@fritolay.com

H. Bradley Donovan Senior Vice President GEORGE WEISS ASSOCIATES, INC. 660 MADISON AVENUE, 16TH FLOOR NEW YORK NY 10021-8405 (212) 415-4567 hbd@gweiss.com

Candace A. Younger MANATT, PHELPS & PHILLIPS, LLP 11355 WEST OLYMPIC BOULEVARD LOS ANGELES CA 90064 (310) 312-4000 cyounger@manatt.com

Randall W. Keen MANATT, PHELPS & PHILLIPS, LLP 11355 WEST OLYMPIC BLVD. LOS ANGELES CA 90064 (310) 312-4000 rkeen@manatt.com

Linda R. Beck MCDONOUGH, HOLLAND & ALLEN 1999 HARRISON STREET, STE 1300 OAKLAND CA 94612 (510) 839-9104 Joelle Ogg JOHN & HENGERER 1200 17TH STREET, NW, STE 600 WASHINGTON DC 20036 (202) 429-8812 jogg@jhenergy.com

Ralph Smith LARKIN & ASSOCIATES, INC. 15728 FARMINGTON ROAD LIVONIA MI 48154 (734) 522-3420 ad046@detroit.freenet.org For: Larkin & Associates, Inc.

Karen Lindh LINDH & ASSOCIATES 7909 WALERGA ROAD, ROOM 112, PMB 119 ANTELOPE CA 95843 (916) 729-1562 karen@klindh.com For: California Manufacturers Assn.

Richard Mccann Ph.D M.CUBED 2655 PORTAGE BAY, SUITE 3 DAVIS CA 95616 (530) 757-6363 rmccann@cal.net

Kay Davoodi NAVY RATE INTERVENTION OFFICE WASHINGTON NAVY YARD 1314 HARWOOD STREET SE WASHINGTON NAVY YARD DC 20374-5018 (202) 685-0130 DavoodiKR@efaches.navfac.navy.mil For: Navy Rate Intervention

Martin Mattes Attorney At Law NOSSAMAN GUTHNER KNOX & ELLIOTT, LLP 50 CALIFORNIA STREET, 34TH FLOOR SAN FRANCISCO CA 94111-4799 (415) 438-7273

Kris Cheh O'MELVENY & MYERS LLP

mmattes@nossaman.com

#### Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

For: City of Paso Robles

Christopher J. Mayer MODESTO IRRIGATION DISTRICT PO BOX 4060

MODESTO CA 95352-4060

(209) 526-7430 chrism@mid.org

For: MODESTO IRRIGATION DISTRICT (MID)

Robert B. Weisenmiller **MRW & ASSOCIATES** 

1999 HARRISON STREET, SUITE 1440

OAKLAND CA 94612-3517

(510) 834-1999 rbw@mrwassoc.com For: MRW & Associaes

**Gary Herbert MSDW** 

ONE TOWER BRIDGE. 11TH FLOOR **WEST CONSHOHOCKEN PA 19428** 

(610) 940-4524

gerhordt.herbert@msdw.com

Melanie Gillette

NAVIGANT CONSULTING INC 3100 ZINFANDEL DRIVE, SUITE 600 RANCHO CARDOVA CA 95670

(916) 852-1300

melanie\_gillette@rmiinc.com

Dan Pease

PACIFIC GAS AND ELECTRIC COMPANY MAILCODE B10B PO BOX 70000 SAN FRANCISCO CA 94177

drp6@pge.com

Ed Lucha

PACIFIC GAS AND ELECTRIC COMPANY

MAIL CODE: B9A PO BOX 770000

SAN FRANCISCO CA 94177

(415) 973-3872 ell5@pge.com

Janice Frazier-Hampton

PACIFIC GAS AND ELECTRIC COMPANY

**400 SOUTH HOPE STREET** LOS ANGELES CA 90071

(213) 430-6463 kcheh@omm.com

Eve Mitchell

OAKLAND TRIBUNE

401 13TH ST.

OAKLAND CA 94612

(510) 208-6474

emitchel@angnewspapers.com

Jonathan Jacobs

PA CONSULTING GROUP

75 NOVA DRIVE

PIEDMONT CA 94610-1037

(510) 654-9495

jon.jacobs@paconsulting.com

For: PA CONSULTING GROUP

Gail L. Slocum

Attorney At Law

PACIFIC GAS AND ELECTRIC CO.

77 BEALE ST. RM 3143 SAN FRANCISCO CA 94105

(415) 973-6583

glsg@pge.com

Bruce Bowen

Mailcode B10a

PACIFIC GAS AND ELECTRIC COMPANY

PO BOX 770000

SAN FRANCISCO CA 94177

brb3@pge.com

Roxanne Piccillo, Regulatory Analysis

PACIFIC GAS AND ELECTRIC COMPANY

77 BEALE ST., ROOM 1075

SAN FRANCISCO CA 94105

(415) 973-6593

rtp1@pge.com

George A. Perrault

**1813 FAYMONT AVENUE** 

MANHATTAN BEACH CA 90266

(310) 379-0901

georgeperrault@msn.com

Henry Moore

PETERSON RISK CONSULTING, LLC 1 MARKET STREET, SUITE 1300

SAN FRANCISCO CA 94105

## Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

MAIL CODE B9A PO BOX 770000

SAN FRANCISCO CA 94177

(415) 973-2254 jyf1@pge.com

Mark R. Huffman

Attorney

PACIFIC GAS AND ELECTRIC COMPANY

MAIL CODE B30A PO BOX 77000

SAN FRANCISCO CA 94177

(415) 973-3842 mrh2@pge.com

Niels Kjellund

PACIFIC GAS AND ELECTRIC COMPANY

MAIL CODE 859A PO BOX 770000

SAN FRANCISCO CA 94177

NXK2@pge.com

Roger J. Peters

PACIFIC GAS AND ELECTRIC COMPANY

MAIL CODE B30A PO BOX 7442

SAN FRANCISCO CA 94120

RJP2@pge.com

Ron Helgens

PACIFIC GAS AND ELECTRIC COMPANY

MAIL CODE B9A PO BOX 770000

SAN FRANCISCO CA 94177

(415) 973-7524 rrh3@pge.com

Michael Bazeley

SAN JOSE MERCURY NEWS 111 ELLIS STREET, 3RD FLOOR SAN FRANCISCO CA 94102

(415) 434-1018

mbazeley@sjmercury.com

James E. Hay, SEMPRA ENERGY 101 ASH STREET - H.Q. 14B SAN DIEGO CA 92101-3017

(619) 696-2141 jhay@sempra.com For: Sempra

Judy Peck

(415) 393-0588 hwmoore@pcit.com

Theodore Huang

PRICE WATERHOUSE COOPERS

199 FREMONT

SAN FRANCISCO CA 94105

(415) 498-6529

theodore.huang@us.pwc.lobal.com For: PRICE WATERHOUSE COOPERS

Margery Neis

PRICEWATERHOUSECOOPERS, LLP 199 FREMONT STREET, 8TH FLOOR

SAN FRANCISCO CA 94105 margery.a.neis@us.pwcglobal.com

Jean Pierre Batmale, REALENERGY

1900 AVENUE OF THE STARS, 755

LOS ANGELES CA 90067

(310) 203-2976

jpbatmale@realenergy.com

Carrie Peyton, SACRAMENTO BEE

PO BOX 15779

SACRAMENTO CA 95852

(916) 321-1086 cpeyton@sacbee.com

Tim Haines

SACRAMENTO MUNICIPAL UTILITY DISTRICT

PO BOX 15830

SACRAMENTO CA 95852-1830

(916) 732-6342 thaines@smud.org

For: Sacramento Municipal Utility District

Frank J. Cooley

SOUTHERN CALIFORNIA EDISON COMPANY

2244 WALNUT GROVE AVENUE

**ROSEMEAD CA 91770** 

(626) 302-3115

frank.cooley@sce.com

For: SOUTHERN CALIFORNIA EDISON COMPANY (SCE)

Stephen E. Pickett RONALD L. OLSON Attorney At Law

SOUTHERN CALIFORNIA EDISON COMPANY

2244 WALNUT GROVE AVENUE

**ROSEMEAD CA 91770** 

(626) 302-1903

#### Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

Admin. State Regulatory Relations SEMPRA ENERGY 601 VAN NESS AVENUE, SUITE 2060 SAN FRANCISCO CA 94102 (415) 202-9986 jpeck@sempra.com

Lynn G. Van Wagenen Regulatory Affairs Project Manager SEMPRA ENERGY 101 ASH STREET, ROOM 10A SAN DIEGO CA 92101 (619) 696-4055 LVanWagenen@sempra.com For: Sempra Energy

Theodore Roberts, Attorney At Law SEMPRA ENERGY 101 ASH STREET, HQ 13D SAN DIEGO CA 92101 (619) 699-5195 troberts@sempra.com

G. Darryl Reed SIDLEY & AUSTIN 10 S. DEARBORN CHICAGO IL 60603 (312) 853-7766 gdreed@sidley.com For: SIDLEY & AUSTIN

Bruce Foster Regulatory Affairs SOUTHERN CALIFORNIA EDISON COMPANY 601 VAN NESS AVENUE, SUITE 2040 SAN FRANCISCO CA 94102 (415) 775-1856 fosterbc@sce.com

Sam Wise 4045 PALOS VERDES DR. NORTH ROLLING HILLS ESTATES CA 90274 (310) 377-1577 picketse@sce.com

Charles C. Read Attorney At Law STEPTOE & JOHNSON, LLP 1330 CONNECTICUT AVENUE, N.W. WASHINGTON DC 20036 (202) 429-6244 cread@steptoe.com

Peter Fox-Penner, Ph.D.
THE BRATTLE GROUP
1133 20TH STREET NW, SUITE 800
WASHINGTON DC 20036
(202) 955-5050
peter\_fox-penner@brattle.com

Fred Wesley Monier TURLOCK IRRIGATION DISTRICT PO BOX 949 333 EAST CANAL DRIVE TURLOCK CA 95381-0949 (209) 883-8321 fwmonier@tid.org

Bill C. Wells, Lt. Col. TYNDALL AFB 139 BARNES DRIVE, SUITE 1 TYNDALL AFB FL 32403-5319 (850) 283-6347 bill.wells@tyndall.af.mil For: AIR FORCE LEGAL SERVICES AGENCY

Lulu Weinzimer 9 ROSCOE STREET SAN FRANCISCO CA 94110-5921 (415) 824-3222 luluw@newsdata.com

# APPENDIX A \*\*\*\*\*\*\*\*\* SERVICE LIST \*\*\*\*\*\*\* Last Update on 05-SEP-2001 by: SMJ A0011038 LIST A0011056/A0010028

(END OF APPENDIX A)